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REPORT TO PLANNING COMMITTEE

OPTIONS OF FUTURE GROWTH IN OTTAWA-CARLETON

Introduction

As part of the Official Plan review, the Planning Department has undertaken an analysis of population growth in Ottawa-Carleton in the past 10 years. This shows that the population growth inside the greenbelt has not achieved the levels expected in the early 1970s when the Official Plan was developed. If this trend continues, it is highly unlikely that the population distribution forecast in the Official Plan will be achieved. This report examines the pattern of population growth in the Region between 1971 and 1980 and the possible options for future growth. The Department intends to carry out further detailed analysis of these options in 1982/83.

The purpose of this report is to establish these options.

Population Growth 1971-1980

Table 1

Population of Ottawa-Carleton 1971¹, 1976¹, 1980²

	1971	Net Change	1976	Net Change	1980
Inside outer limit of Greenbelt	416,699	28,404	445,103	3,622	448,725
West Urban Community	7,010	4,731	11,741	5,970	17,711
East Urban Community ³	6,335	5,144	11,479	9,856	21,335
South Urban Community (Barrhaven)	825	1,019	1,844	6,187	8,031
Rural	41,005	9,370	50,375	2,818	53,193
Total	471,874	48,668	520,542	28,453	548,995

1. - 1971 and 1976 Census, Statistics Canada
2. - 1980 Assessment, Ministry of Revenue
3. - East Urban Community as approved by Minister of Housing, 1981

Between 1970 and 1976, population inside the greenbelt experienced a net increase of 28,404. The majority of growth occurred in subdivisions in Nepean, Gloucester and Ottawa. At the same time, the inner city neighbourhoods experienced an actual decline in population of approximately 15,000.

Between 1976 and 1980, the population growth (i.e. 78% of total regional growth) shifted dramatically to the new urban communities outside the greenbelt. Although the number of occupied dwelling units increased by approximately 23,000 inside the greenbelt, population increased by 3,622. The decline in population in the inner city neighbourhoods between 1971 and 1976 appears to have been stabilized while the decline has now shifted to the outer city neighbourhoods. The major cause appears to be declining household size. Inside the greenbelt, the average person per occupied dwelling unit has decreased from 2.9 in 1976 to 2.5 in 1980.

Population Forecast

The Planning Department published a report in October 1980 which detailed a number of population forecasts for the period 1976 to 2001. Subsequent to the publication of this report, revised forecasts were prepared based on the most recent actual (1976) age-specific fertility rates calculated by the Ministry of Treasury and Economics for Ottawa-Carleton. These rates were significantly lower than those used in the 1980 forecast. Mortality rate employed in the above forecasts is identical to that employed in the Population Forecast Report, 1980. Employment growth is derived from various demographic and implied economic assumptions.

For the purposes of reviewing future growth options in the Region, it is proposed that two levels of population forecasts, shown in Table 2, be used.

Table 2

Population and Employment Forecast
for Ottawa-Carleton
for the Year 1991 and 2001

Forecast	1976	1980	1991	2001	1976-2001 Employment Growth Annual Average
A	520,515	548,973	593,584	677,060	3,400
B	520,515	548,973	657,535	739,060	4,650



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The Implications of a Continuation of Existing Trends

If the distribution of population growth between 1976 and 1980, as shown earlier in this report, continues to 2001, the population growth of the Region will take place predominately in the new urban communities. The following table shows the population distribution of the Region for the year 2001. Forecasts A and B assume each area receives the same proportion of total growth as they did between 1976 and 1980.

Table 3

Population Distribution of Ottawa-Carleton for Year 2001, Assuming 1976-1980 Trend Continues

	Population Forecast A	Population Forecast B
Inside outer limit of greenbelt	465,000	472,000
West Urban Community	45,000	59,000
East Urban Community	66,000	88,000
South Urban Community (Barrhaven)	36,000	49,000
Rural	65,000	72,000
Total	677,000	740,000

The high population figures for East and South Urban Communities, in this hypothetical situation, is the result of the relatively fast growth rates in Orleans and Barrhaven in the four year period. (1976-1980) Due to certain development and planning constraints in the East and South Urban Communities, it is more likely than in a longer period of time, the growth rates between the three urban communities will be more balanced.

The above illustration suggests that unless extensive redevelopment and infilling takes place or the declining household size is reversed or higher density development on major vacant parcels of land occurs inside the greenbelt, the population target of approximately 625,000 inside the greenbelt, as envisaged by the Official Plan at the 1 million population threshold, is unlikely to be achieved. Furthermore if household size continues to decline and if the levels of redevelopment envisaged in the Official Plan do not materialize, population capacity inside the greenbelt may stabilize at approximately 475,000.

Options for Future Population Distribution

Unless there is a dramatic change in circumstances, there are limited alternatives, within the general framework already established in the Official Plan, to re-direct growth except in terms of timing and size of the broad areas. The following matrix identifies the realistic alternatives.

	High Rural Growth	High Redevelopment and Infilling	Bigger EUC & WUC	Early South	Late South	Smaller inside GB
High Rural Growth				X	X	
High Redevelopment and Infilling				X		
Bigger EUC & WUC					X	X
Early South						X
Late South		X	X			
Smaller inside GB	X		X	X		

X = A likely combination of circumstances.

Based on this matrix, four scenarios have been developed which reflect different combinations given the two levels of population already established. It is intended that detailed analysis will be carried out on each of the scenarios. Such detailed analysis will include, amongst other related matters, amount of energy required to support each scenario, capacity of land inside greenbelt, land requirements for housing, future trends in household size, capacity, requirement and efficiency of transportation and servicing systems, likelihood and extent of redevelopment, extent of infilling, impact of transit on adjacent landuses, expansion of urban uses into rural areas and the benefits of rural settlement.

A brief description of each of the four scenarios is given below. Approximate population levels of the major development areas are to be found in Appendix A. The actual levels to be examined will be generated after planning committee has confirmed the options to be tested.

Option 1 - High Rural Growth

- a doubling of the rural population to 200,000 when the population of the region reaches one million
- growth approximating to the recent trends inside greenbelt

- slower growth than the recent trend in the East and West Urban Communities
- South Urban Community (other than Barrhaven) to be developed after 2001

Option 2 - High Redevelopment and Infilling

- very high growth inside greenbelt i.e. 3 to 4 times greater than existing rate (1976-1980)
- slower growth than in recent past in urban communities
- maintain 10% of total population in rural area
- South Urban Community (other than Barrhaven) to be developed after 2001

Option 3 - Bigger East and West Urban Communities

- increase the ultimate population of the two urban communities. Maintain rate of recent growth in East Urban Community, increase recent rate of growth in West Urban Community.
- slower growth than recent past inside greenbelt
- maintain 10% of total population in rural area
- South Urban Community (other than Barrhaven) to be developed in late 1990s, in the case of population forecast B

Option 4 - Early Development of South Urban Community

- development of the South Urban Community in the early 1990s
- growth approximating to recent trend in the East and West Urban Communities
- slower growth than in the recent past inside greenbelt
- maintain 10% of total population in rural area

Employment Options

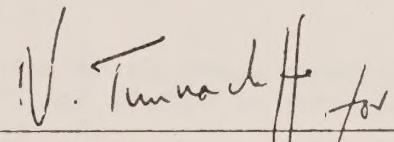
In addition to reviewing alternative population distributions, the Planning Department will also examine two alternative employment distributions. These are: (i) A concentrated option - maintaining or increasing central area employment, developing strong employment centres at District Centres and around certain selected transit stations; (ii) Dispersed option - which will be based on a smaller central area employment, a larger proportion of employment being dispersed throughout all urban areas. The specific levels of employment cannot be forecast until the employment survey now being finalized has been analyzed.

Conclusion

Population dynamics of the late 1970's have created a new situation in Ottawa-Carleton. In order to formalize the analysis of two population forecasts to 2001, four scenarios have been created. These are realistic alternatives which may be achievable if policies are created to support them. The Planning Department, with the help of other Departments such as Transportation and Works, will be examining the advantages and disadvantages of each of these scenarios in 1982/83. In order to limit the workload, only the four scenarios each with two employment options will be examined unless the Committee can identify additional combinations it would like to see examined.

Recommendation

Planning Committee approve the alternatives outlined above for further analysis.



J.M. Wright
Planning Commissioner

Appendix A

The following table shows the approximate population levels of the major development areas under each option. The numbers shown in this table are generated under these assumptions:

1. Rural Area

Under option 1, Forecast A - rural growth will double current rate for next 20 years.

Under option 1, Forecast B 0 rural growth will triple current rate for next 20 years.

Under all other options - rural population is assumed at 10% of total regional population.

2. South Urban Community and Barrhaven

Full development of Barrhaven at 25,000 at Year 2001 under Forecast A, option 3, and Forecast B, options 1 and 2.

Partial development of Barrhaven at 20,000 at Year 2001 under Forecast A, options 1 and 2.

For area outside Barrhaven, in the South Urban Community there will be a population growth of 20,000 in Forecast A and 30,000 in Forecast B in option 4.

3. East and West Urban Communities

The current trend of population growth of combined East and West Urban Communities is 3,750 persons per year. The growth rates for the four options under Forecast A are: option 1 - 3000 persons per year, option 2 - 2,600 persons per year, option 3 - 4,600 persons per year and option 4 - 3,600 persons per year. The numbers for Forecast B are proportionately higher than Forecast A.

4. Inside Greenbelt

Population figures inside the greenbelt are the residual.

Population Distribution Under 4 Options at Year 2001

Forecast A	Option 1	Option 2	Option 3	Option 4
Inside GB	469,000	499,000	454,000	454,000
WUC	50,000	45,000	65,000	55,000
EUC	50,000	45,000	65,000	55,000
SUC	20,000	20,000	25,000	45,000
Rural	88,000	68,000	68,000	68,000
Total	677,000	677,000	677,000	677,000

Forecast B	Option 1	Option 2	Option 3	Option 4
Inside GB	490,000	531,000	471,000	471,000
WUC	65,000	55,000	80,000	70,000
EUC	65,000	55,000	80,000	70,000
SUC	25,000	25,000	35,000	55,000
Rural	95,000	74,000	74,000	74,000
Total	740,000	740,000	740,000	740,000

